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A STUDY OF THE CONTENT OF CIVICS TEXTBOOKS

BY

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A. B. University of Illinois, 1917

THESIS

Submitted in Partial Fulfillment of the Requirements for the

Degree of

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IN EDUCATION

IN

THE GRADUATE SCHOOL

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THE GRADUATE SCHOOL

1918

I HEREBY RECOMMEND THAT THE THESIS PREPARED UNDER MY SUPER-
VISION BY Clara Mabel Smith

ENTITLED A STUDY OF THE CONTENT OF CIVICS TEXTBOOKS

BE ACCEPTED AS FULFILLING THIS PART OF THE REQUIREMENTS FOR THE
DEGREE OF Master of Arts in Education

W. W. Charters

In Charge of Thesis

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Recommendation concurred in:*

Committee
on
Final Examination*

*Required for doctor's degree but not for master's.



A STUDY OF THE CONTENT OF CIVICS TEXT BOOKS

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A Study of the Content of Civics Text Books

I. Introduction

Since the world-war began we have been seriously facing the question of government in a democracy -- what it is, its purpose, its limitations, its responsibilities and its methods. Never before has civics seemed such a vital subject of the school curriculum and never have the materials and methods of civics been so challenged as since it has been realized that the modern democratic state is in a questionable position. Since 1914 our chosen form of government has passed rapidly through successive stages of adverse criticism and approbation. One hears on all sides that other forms of government are more efficient than ours, that they are better organized, more capable, and democracy is doubted because it is measured in terms of relative material efficiency -- the power to raise an army speedily, the power to organize a food campaign or control transportation.

Hence, democratic government with its slow-moving machinery, its ineffectiveness in a crisis and its clumsy methods of procedure, is considerably at a disadvantage when compared with the nicety and quickness of dispatch of the methods obtainable in the more autocratically ruled states, and for this reason is repudiated by many. Others say that democracy is all right per se but that we here in America have merely played with the idea, that democracy has never even been idealized, much less realized and that we are attempting to discuss something, the depth and height of which we have in no sense estimated. All of this discussion, pro and con, has brought into the focus of attention that particular subject

matter of the curriculum which attempts to directly teach the principles of government and citizenship in a democracy. We talk vaguely about the making of citizens as a general aim of education to which all the educative processes shall contribute, but in a very legitimate sense the social sciences and particularly that one dealing with government may be held chiefly responsible for this work.

It is a very significant fact that civics instruction received a tremendous impulse at the time of the Civil War. That crisis dramatically exhibited the lack of national unity, and there followed a rather wide spread attempt to correct this fault by an increased interest in formal courses in the study of government. In the same way the great war has emphasized the fact that we, as a people, need a clearer understanding of national ideals, and of what is meant by freedom and to at least reenforce our convictions regarding the kind of organization that will make freedom possible. We talk abstractly about a democracy as though it will sometime, in some mysterious way, work out our social salvation. The American child has little idea of the intrenchment of evil in our social, legal, or political institutions and still less of the method of enlightenment and emancipation open to the individual and hence to society and so it is that certain criticisms of the prevailing methods and aims in teaching civics and certain radical reforms in control, organization, method and purpose, are coming to be articulate expressions of the newer notions of what citizenship in a democracy should mean.

Having become convinced in a general way that the civics teaching of the past has somehow failed to establish the ideals,

the type of conduct, and the responsibility desired in the citizens of this generation certain reforms have been set on foot to improve the work by a reorganization of the civics courses. To do this adequately, one needs to know exactly what has been done in the past, where the emphasis has been, what the content has been, what the purpose has been as well as to know what the results are.

The purpose of this study is by an analysis and comparison of the content of typical text-books of the different periods of civic instruction in our public schools, to furnish some basis for determining the materials of instruction and points of emphasis that should enter into the courses to be established. To do this it is proposed to (1) measure the relative amount of emphasis given to the different phases of the subject; (2) to determine the evident purpose of civic instruction in the minds of the authors and to evaluate the material offered as to its fitness to carry out the author's purpose; (3) to trace the development of civic instruction and the distribution of space among the several topics in each stage.

II. MATERIALS DESCRIBED

Basis of choice of text books represented in the study.

The basis of the study was sixteen text books published during the last eighty-eight years. These books were selected from a list of one hundred and ninety-seven texts on government published during that time and the ones chosen represent four distinct periods of civic development. Certain limitations in material made it difficult to choose the list of books. The purpose was to select books which chronologically would range from the earliest possible date up to the present time. Limitations of time placed limitations as to the number of books to be inspected and consequently increased the desirability of choosing books typical enough to tell a connected story of civic development in the United States. It at first seemed desirable that all should be selected on the same basis. This however proved to be impracticable and so while careful attention has been given to their selection the criterion of choice has not been the same in every instance.

The two books chosen to represent the earliest stage of civic instruction have decidedly the weakest basis as they were placed in the list because they were the only ones obtainable for the study. It is difficult to ascertain whether they are the ones that best represent this early period or not because it is impossible to tell how relatively widespread was their adoption but there is at least as much evidence for them as against them.

With the books representing the period from 1866 to 1885,

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the choice was not so limited and other books might well have been placed in the list either in addition to those selected or in certain cases substituted for them. Here an attempt was made to get typical books and ones which differed among themselves as widely as possible and those selected seem to cover the ground as well as any. Here again as in the pre-Civil War books it is impossible to determine just how widespread was their circulation during the years of their greatest influence and so frequency of use, desirable as it is as a criterion of choice, could not be used for this class.

In the books representing the period from 1885 to 1911 however, frequency of adoption was made the basis of choice because it was possible to get data to substantiate the selection and because the possibilities of selection were so large that there was more need of limitation. This data was secured from the report of the Committee of Seven of the American Political Science Association which, in an attempt to ascertain the present status of civics teaching in the United States, appointed a committee from each state whose function it was to secure the data and submit a report. Thirty-nine committees were appointed, twenty of which made reports. Of these twenty, fourteen reported on the text-books most frequently used throughout the state and from this list these books were chosen. Finally in choosing books to represent the newer tendency in civics teaching, there was the same embarrassment due to scarcity of books, as was found to exist in making up those belonging to the first publication period and the choice was restricted to a very few. While those selected do not exhaust the list, they seem to be typical of it and sufficient to illus-

trate the new kind of civics.

In every instance but two (Guitteau, Class C and Andrews, Class B) first editions have been used. Revision of these books no doubt has in many cases extended their usefulness several years beyond the stage of development of which they were typical. For this study, however, the first editions more nearly answer the purpose because revisions ordinarily are merely corrections of facts and in no way shift the emphasis or change the organization of material.

In regard to the authorship of the books it might be interesting to note that seven were university, college or normal men, six were connected with high schools and four were lawyers.

Criticisms of the choice of books.

The list may be open to criticism because the same criterion of choice was not used throughout. No doubt, it would have been more satisfactory to have included in the list only those books which represented the largest number of schools during the period in which they were in use. This, however, was impossible because either the data was not available or in cases where it was the books themselves could not always be secured. For example, only one direct reference in contemporary literature was found to Sullivan's Political Class Book (1830), but since this book bears the earliest copyright date of any obtainable it was included. On the other hand reference was also made to Blair's "Constitution of the United States for the Elements of the Arts and Sciences", which perhaps had a wider circulation than Sullivan's, but it was not possible to secure a copy for examination. For these reasons it seemed necessary to resort to the shifting

basis of selection described above.

Texts Chosen.

The sixteen books used as a basis for this study have for purposes of comparison been chronologically arranged as follows:

1. Sullivan, William: The Political Class Book, (1st edition) 1830. Boston: Richardson, Lord & Halbrook, pp. 148, 4807 lines.

2. Burleigh, Joseph Bartlett: The American Manual, (1st edition) 1851. Philadelphia: J. B. Lippincott & Co. pp. 340; (44 pages of appendices) 7733 lines.

3. Alden, Joseph: The Science of Government, (1st edition) 1866. New York: Sheldon & Company. pp. 248, 2760 lines.

4. Alden, Joseph: Citizen's Manual, (1st edition) 1867. New York: Sheldon & Company. pp. 135, 2344 Lines.

5. Townsend, Calvin: A Shorter Course in Civil Government, (1st edition) 1875. New York: Ivinson, Blakeman, Taylor & Co. pp. 240, 6126 lines.

6. Andrews, Israel Ward: The Manual of the Constitution of the United States; copyright dates, 1887 and 1900 (no date on title page) New York: American Book Co., pp. 375, Appendix and notes LVI, 12457 lines.

7. Fiske, John: Civil Government in the United States Considered with some References to its Origins. 1890. (1st edition) Boston: Houghton & Mifflin & Company. pp. 277 with appendices and index pp. 360, 7230 lines.

8. Dole, Charles F.: The American Citizen, (1st edition) 1891. Boston: Heath & Company, pp. 326 appendices 42

pages, 8670 lines.

9. James, J. A. and Sanford, A. H.: Government in State and Nation, (1st edition) 1901. New York: Charles Scribner's Sons, pp. 357 with appendices and index pp. 393; 9674 lines.

10. Ashley, Roscoe Lewis: American Government, (1st edition) 1903. New York: Macmillan Company. pp. 325, with appendices and index, pp. 356, 7875 lines.

11. Forman, S. E.: Advanced Civics, (1st edition) 1903. New York: The Century Company, pp. 396 with appendices and index pp. 456, 10814 lines.

12. Dunn, Arthur William: The Community and the Citizen, (1st edition) 1907. Boston: D. C. Heath & Co., pp. 238 with appendices and index; pp. 266, 5361 lines.

13. Garner, James W.: Government in the United States, (1st edition) 1911. New York: American Book Company, pp. 392, with appendices and index pp. 416, Supplement 46; 11459 lines.

14. Guitteau, William Backus: Government and Politics in the United States, copyright 1911 and 1916. (No date on title page) Boston: Houghton Mifflin Company, pp. 316. Appendices and index xxxiv. 8760 lines.

15. Ashley, Roscoe Lewis: The New Civics, (1st edition) 1917. New York: Macmillan Company, pp. 381 with appendices and index, pp. 420. 9722 lines.

16. Leavitt, Frank M., and Brown, Edith: Elementary Social Science, (1st edition) 1917. New York: Macmillan Company. pp. 137, with index pp. 142, 3684 lines.

General characteristics of the books chosen.

Organization of material.

The materials of the civics text books seem to be organized in three different ways. The earlier books are frequently manuals arranged with a short one-or-two-sentence answer following a one-sentence question as in Alden (Class B). For example, his "Citizen's Manual" is made up entirely of such questions and answers as the following:

"1. Why do men live together in society?

2. Because God made them to live together in society."

Townsend, (Class B) has divided his material in two-or-three-page chapters and placed a list of questions at the close. These questions follow the text so closely that the result is practically the same as in the "Citizen's Manual", although the arrangement is different.

A favorite organization of the more recent books is a division into parts, each one of which is somewhat independent of the others. Probably this arrangement grew out of the controversy of political science teachers as to whether local or national government should be taught first and the writers hoped to steer a middle course by arrangement of their books so that advocates of both methods might not be embarrassed by the arrangement of the material. The number of parts varies from two in James and Sanford to five in Dole. This division is rather an important help in analysing the book as it gives a key to the author's emphasis. The following are typical divisions:

Ashley -

Part I - The Citizen and Society

Part 2 - New Civics and the Citizen

" 3 - Some Public Activities

Guitteau -

Part 1 - Local Governments

" 2 - State "

" 3 - National "

Forman -

Part 1 - The Spirit of American Government

" 2 - The Form " " "

" 3 - The Services of " "

Ashley-American Government -

Part 1 - State and Local Government

" 2 - National Government

James and Sanford -

Part 1 - Local Government

" 2 - National "

Dole -

Part 1 - The beginning of citizenship

" 2 - The rights and duties of citizens

" 3 - Economic duties

" 4 - Social rights and duties

" 5 - International duties

A third organization is a division into chapters each one dealing with a particular topic which is given as the chapter heading. This makes the book more of a unity in the sense that the order is determined by the author and any deviation from this order is apt to impair the usefulness of the book. Dunn's "Community and the Citizen", Leavitt and Brown's "Elementary Social

Science", and Garner's "Government in the United States," are typical examples.

Size of the books.

The sixteen books vary in size from 12457 lines (Andrews) to 3684 lines (Leavitt and Brown). The average is 7657.75 lines. In general the shorter books belong to the earlier periods but there are several exceptions to this as the smallest book in the list is a 1917 book (Leavitt and Brown), and the largest book is one published in 1885 (Andrews).

Pedagogical helps.

QUESTIONS: The question, as a pedagogical help, is found in practically all of the books, only four out of the sixteen books examined not using this device. The development of the study question is an interesting point for study and these particular texts reveal a notable improvement in the more recent books. The short factual question of Aldén (1867) and Townsend (1875) have been almost entirely replaced by the problem question. The following examples are typical of the books of the different classes:

I. Questions Typical of Class A books -

- (1) "Whence comes the necessity of laws to govern society?"
- (2) "What is oligarchy, and how arising?"

(Sullivan's "Political Class Book", 1830, p. 8)

II. Questions Typical of Class B books -

- (1) "Can Congress lay an export duty on cotton?"
- (2) "What is a capitation tax?"

(Alden's "Citizen's Manual", 1867, p. 57)

III. Questions Typical of Class C -

- (1) "Why do we have counties in the United States? Contrast the

popular reason with the historic."

(Fiske's "Civil Government in the United States, 1890,
p. 54)

- (2) "Give reason for the increased number of miscellaneous provisions inserted in recent state Constitutions. Compare the number and content of the miscellaneous provisions in your State Constitution with those of a recent Constitution, e.g., Oklahoma, and also with those of an older Constitution, e.g., Massachusetts."

(Guitteau's "Government and Politics in the United States," 1911, p. 47)

IV. Questions Typical of Class D.

- (1) What are the effects of child labor on the child and the community, (1) at the time, (2) during the next generation?

(Ashley's "The New Civics", 1917, p. 316)

- (2) If there are any interurban electric lines in your neighborhood, report what influence they have had on the life of the farmers; on the prosperity of the cities.

(Dunn's, "The Community and the Citizen", 1907 , p.116)

The questions may be found in a number of different places in the books. They may be placed just preceding the answer (Alden); at the close of a subdivision of a chapter (Fiske); at the close of a chapter (Garner); footnotes (Burleigh); at the beginning of the book (Sullivan).

TOPICAL OUTLINES: The topical outline presented itself in the early books as a very good pedagogical device since they emphasized only the frame work of government. The skeleton form of Townsend was an effective way of committing facts and answers his purpose ad-

mirably. In the later books the topical outline has been largely given up for marginal notes, suggestive topics at the close of chapters or suggestive exercises. Leavitt and Brown however prefix a short outline to each chapter.

ILLUSTRATIVE MATERIAL: Pictures, diagrams, graphs and maps hold a large place in Class C and D. In Class A, Burleigh has seven illustrations while Sullivan has none. In Class B, there are none. In Class C and D all the books except Dole have at least one illustration (Garner) and extend as high as eighty-two illustrations (Ashley: New Civics).

Illustrations - maps, graphs, sketches

<u>Class A</u>	Sullivan.....	1830.....	0
	Burleigh.....	1851.....	7
<u>Class B</u>	Townsend.....	1875.....	0
	Alden.....	1866.....	0
	"	1867.....	0
	Andrews.....	1885.....	0
	Fiske.....	1890.....	2
<u>Class C</u>	James & Sanford...	1991.....	4
	Ashley.....	1903.....	31
	Forman.....	1905.....	2
	Garner.....	1911.....	1
	Guitteau.....	1911.....	79
	Dole.....	1891.....	0
<u>Class D</u>	Dunn.....	1907.....	64
	Ashley.....	1917.....	82
	Leavitt & Brown...	1917.....	11

BIBLIOGRAPHIES: The books of Class A and Class B contain no reference lists for supplementary reading, cite no authority as source of information and give no bibliographies. All of the books of Class C however, have extensive reference lists either at the close of the book or appended to each chapter. Dole, (Class D) is more remiss in this respect than any of the others as he was contented with one list containing some fifth-one references. Leavitt and Brown (Class D) approximate the books of Class A in having nothing of the sort.

APPENDICES: There has been a noticeable increase in the more recent books in the dependence upon the appendix for the reprinting of source material. The earlier books if they made use of an appendix at all, frequently filled it with extraneous matter.

Sullivan (1830) placed in the appendix six chapters. 1, Pursuits in Life; 2, Agriculture; 3, Useful Arts and Trades; 4, Books; 5, Instructors of the Young; 6, Reading for Leisure Hours. Two of the sixteen books have no appendix. Of the fourteen having an appendix, thirteen reprint the Constitution of the United States and four include the Articles of Confederation. Various items of information are frequently found as: Area and Population of Territories and Insular Possessions (Guitteau); a table showing number of homes owned and number rented in cities of United States of 100,000 or over; (Dunn); an examination paper for custom's clerk (Tiske), etc.

III. PROCEDURE

Choice of subjects:

The subject matter of the sixteen books was examined with a view to determining the amount of space given to the following subjects:

- 1 - Form
- 2 - Function
- 3 - History
- 4 - Study of the Constitution
- 5 - Theory and principles of government
- 6 - Local government
- 7 - State government
- 8 - National government
- 9 - Direct teaching of the responsibility of the individual in matters of government.
- 10 - Economic and sociological questions
- 11 - Political matters

METHOD

In determining the amount of space devoted to the various topics the following method was used:

1. The space devoted to each topic was estimated in lines. Half lines or more were counted as whole lines while less than half lines were discarded.
2. Tables, graphs and certain types of illustrations

(as for example the classic illustration of the Massachusetts Gerrymander - Fiske, p. 217 -) were given full space.

3. Footnotes were not counted.

4. Maps and pictures (with exception noted in 2) were not counted.

5. Illustrative material, questions, topics for discussion, reference tables and bibliographies were not counted.

6. In estimating the total number of lines per book, preface, table of contents, index, appendices and pedagogical helps as reference tables, illustrative material, questions, topics and outlines were not counted.

7. Origin and history of the Constitution were counted, (1) as history, (2) as study of the Constitution.

8. Description and definitions were counted as form.

9. Historical development of the machinery of government was listed twice: (1) as history, (2) as form.

10. By history is meant (1) the history of political, economic or social development as for example, the Declaration of Independence, the Constitutional Convention, or the history of woman suffrage; (2) The development of civic subjects as for example, the origin and development of the township system of government, or the origin of the term "gerrymander". Historical implications as in the sentence, "This is the Magna Carta of America", were not considered since the purpose of the study was to determine the amount of history included as a part of civics and not the amount of history needed to understand civics.

11. By theory and principles of government, is meant such topics as the basis or origin of government, the sanctity of

government, the duties of the individual to society, the stages of society, kinds of government or rights of nations.

12. In estimating the amount of space given to form and function the following points were considered: (1) All matters dealing with the machinery of government were considered form. (2) When the space was devoted to a description of the function of government rather than to the activity itself it was considered form. This might be illustrated as follows: One function of the government is taxation. A description of how taxes are collected however, was classified as form while a description of the activity upon which the taxes are expended such as education, was considered function. In other words, when the author describes the machinery of government by which the function is performed, it is classified as form - agency. When he described the function itself, the activity, it is function.

IV. DATA

Results of Study as Shown by Tables

In order to determine the relative emphasis given to the various subjects chosen for study, the number of lines in each of the books relating to each of the several topics was proportioned to the total number of lines in the book. The results for each book and the averages are as follows:

TABLE

Number of lines given to each
amount of space of the
arrangement

Authors	Form	Per cent	Function	Per cent	History	Per cent	Constitution	Per cent	Theory	Per cent	Local
Sullivan 1830	2069	43.0	132	2.7	231	4.8	166	3.4	683	14.2	160
Furleigh 1851	1609	20.8	1328	17.7	925	11.9	1459	18.8	1324	17.1	0
Alden 1866	3620	62.8	0	0.0	1081	18.7	3905	67.7	803	13.9	0
Alden 1867	1442	21.5	0	0.0	245	10.4	1478	63.0	364	15.5	0
Townsend 1875	4763	77.7	0	0.0	337	5.5	5463	89.1	415	6.7	0
Andrews 1885	9278	74.4	0	0.0	4385	35.2	9406	75.5	522	4.1	321
Fiske 1890	2642	36.5	385	5.3	3526	48.7	249	3.4	920	12.7	3024
Dole 1891	1529	17.6	7024	81.1	160	1.8	0	0.0	785	9.0	270
James and Sanford 1901	5819	60.1	847	8.7	2142	22.1	3244	33.5	308	3.1	844
Ashley 1903	5247	66.6	712	9.0	1564	19.8	744	9.8	586	7.4	1215
Forman 1905	4096	37.8	2823	26.1	2038	18.8	852	7.8	2679	24.7	1208
Dunn 1907	864	16.1	4124	76.9	446	8.3	200	3.7	0	0.0	2087
Garner 1911	9379	82.0	1811	15.8	1492	13.0	1170	10.2	259	2.2	2207
Guitteau 1911	5837	66.6	1657	18.9	1254	14.3	714	8.1	432	4.9	1220
Ashley 1917	2816	28.9	5677	58.3	819	8.4	581	5.9	1547	15.9	1720
Leavitt and Brown 1917	185	5.0	3180	86.3	37	1.0	36	.9	43	1.1	43

NO. I

h subject with the proportionate

book. Chronological

ement.

Per cent	State	Per cent	National	Per cent	Direct responsi- bility of citizen	Per cent	Economic and Sociological	Per cent	Political	Per cent	Total Number of Lines
3.3	1069	22.2	1278	27.0	0	0.0	1093	22.7	3714	77.3	4807
0.0	0	0.0	3418	44.2	1521	19.7	0	0.0	7733	100.0	7733
0.0	308	5.3	3928	68.1	0	0.0	0	0.0	5760	100.0	5760
0.0	148	6.3	1509	64.3	0	0.0	0	0.0	2344	100.0	2344
0.0	806	12.9	4708	76.8	0	0.0	0	0.0	6126	100.0	6126
2.5	1097	8.8	8974	72.0	0	0.0	0	0.0	12457	100.0	12457
1.8	1276	17.6	2155	29.8	220	3.0	0	0.0	7230	100.0	7230
3.1	936	10.7	1176	13.5	2178	25.1	4319	49.8	4361	50.2	8670
8.6	2178	22.5	8120	83.9	24	.2	488	5.0	9186	95.0	9674
5.4	1612	20.4	4480	57.0	101	1.2	512	6.5	7363	93.5	7875
1.1	2021	18.6	3693	34.1	700	6.4	843	7.7	9971	92.3	10814
8.9	170	3.1	604	11.2	651	12.1	2986	55.6	2375	44.4	5361
9.2	3416	29.8	6604	57.6	540	4.7	365	3.1	11094	96.9	11459
3.9	2456	28.0	5549	63.3	0	0.0	592	6.7	8168	93.3	8760
7.7	1012	10.4	3200	32.9	1073	11.0	3510	36.1	6212	63.9	9722
1.1	131	3.5	172	4.6	165	4.4	3105	84.2	579	15.8	3684

Stages of Development in Civic Instruction.

Civic instruction, if the material of the text-books is a criterion, falls loosely into four periods. These periods of course, overlap as one type of text frequently extends into the following period in regard to some features, thus showing the emphasis of each. In attempting to determine the character of the development in civic instruction it was necessary to first arrange the books chronologically. This was done as in Table I, with the results of investigation listed under each topic in number of lines given to the particular subject studied, and the proportion that this bears to the entire book. By inspection it was found that there was a similarity in the amount of space given to certain subjects throughout groups of books when arranged this way. In other words certain publication periods presented different outstanding characteristics. Usually emphasis on one item brought a corresponding emphasis on other items, as for instance, there seemed to be a correlation between emphasis on form and national government. It was also found that when an author devoted a large amount of space to a certain subject that he also decreased the amount given to certain other subjects. For instance, books giving a large amount of space to local government, ordinarily did not give much space to national government, and those stressing the Constitution did not treat function. This is true of individual books and is also true of groups of books. To divide the books into groups by considering only one of the eleven factors studied might give several different classifications no one of which would show the stages of development through which civic instruction has passed. Therefore it was necessary in order to trace this development to find the one point

of emphasis which was fundamental to these other points.

In characterizing the stages of development in civic instruction the Committee of Seven of the American Political Science Association makes the following statement: "Civic instruction which was first based primarily upon the Constitution resulted in the preparation of certain manuals taking up the Constitution clause by clause". * As a result of this study the above statement is found to need modification because the earlier books were not manuals of the Constitution in the same sense that they were immediately after the Civil War period. While they did give a certain amount of space to the Constitution, this was not enough in proportion to that given later to warrant calling them Constitutional manuals. It was found rather that the type of book used before the Civil War period emphasized the philosophical aspects of government and gave much more proportionate space to this phase than was given later in the Constitutional period. This emphasis, however, is relative and not absolute. The tendency of a period may best be ascertained by determining the relative increase or decrease of space devoted to one subject in proportion to the increase or decrease of another. As for instance, in this case, Burleigh's text gives more space to the Constitution than it does to the philosophical aspects of government, but it is not a so-called Manual of the Constitution, as may be seen by examining the tables which show a much greater proportionate amount of emphasis on the Constitution in the books immediately following. In the same way while the two Alden books give nearly as much space to the theory of government as does Sullivan and Burleigh, still because they give relatively so much more space to

* "The Teaching of Government" Report of the American Political Science Association, by the Committee on Instruction. Macmillan, 1916.

the Constitution they are classified differently.

This gives us two classes of books which while representing two publication periods are determined on the basis of certain outstanding characteristics of the books themselves. Class A books are the pre-Civil War books and are philosophical in character. Class B books represent a publication period from 1866 to 1885 and are primarily Manuals of the Constitution.

An examination of Table No. 2 will show before the Civil War 15.6 per cent as the average amount of space given to the philosophical aspects of government with only 11.2 per cent given to the Constitution. After the Civil War only 10.5 per cent of space is given to the former with 76.3 per cent to the latter. Consequently the first stage of development in civic instruction may be said to be characterized as having the emphasis on the philosophical aspects of government. The books were abstract and theoretical and as they dealt largely with principles and very little illustrative material was used, the books were small and difficult.

This first stage of development naturally led into a study of the fundamental law of the United States and we have as a result the second stage of development in civic instruction in which the Constitution became the basis of organization of the material of instruction. The second stage of development represented by Class B books placed the emphasis on the study of form. The Constitution was taken up clause by clause, annotated, commented upon and interpreted. Government was studied from an idealistic standpoint and there was little, if any, attempt to get down to actual governmental operations. Writers of these Constitutional manuals went on the theory that if a pupil was sufficiently in-

TABLE NO. 2

Table showing the number of lines and proportionate amount of space given to Theory and Principles and to the Constitution in Class A and B.

Theory and Principles					Constitution		
Author	Year	No. lines	%	Ave.%	No. lines	%	Ave.%
Class A	(Sullivan 1830	683	14.2)	15.6%	166	3.4)	11.1%
	())	
	(Burleigh 1851	1324	17.1)		1459	18.8)	
Class B	(Alden 1866	803	13.9)	10.05%	3905	67.7)	76.3%
	())	
	(Alden 1867	364	15.5)		1478	63.0)	
	())	
	(Townsend 1875	415	6.7)		5463	89.1)	
	())	
Class B	(Andrews 1885	522	4.1)		9406	75.5)	

structed in those fundamentals principles of government which the writers of the Constitution had in mind, his civic activities would naturally be in conformity with those principles and democracy would be safe. The guarantee of right political conduct was knowledge and so they undertook to instruct the pupil in the fundamental law clause by clause, section by section, and article by article. It was in this way that Alden presented the subject in his "Citizen's Manual." The following quotation is typical of this type of work:

1. How is the Constitution divided as to its form?
It is divided into articles, sections, and paragraphs.
2. How many articles did the Constitution contain when it was adopted?
Seven.
3. How many have since been added as amendments?
Thirteen.
4. Are these amendments as much a part of the Constitution as the original articles?
They are.
5. Repeat the Preamble of the Constitution.
6. By whom was the Constitution ordained and established?
By the people of the United States.
7. By whom then can the Constitution be altered or abolished?
By the people of the United States.
8. When is an act said to be performed by the People of the United States?
When it is performed by a majority of the people.
9. Is the Constitution a league between the States?
No; it is the fundamental law of a national government for the people of the United States.
10. Why may not a state withdraw or secede from the Union?
Because the Constitution does not authorize it."

(Page 28 - 29, Citizen's Manual)

This type of instruction was the logical outcome of the strong movement toward nationalization that followed the Civil War struggle and the profound veneration for our national charter demanded an intensive study of its provisions. No doubt there was need for a deeper respect and veneration for our developing institutions at this time which this type of instruction tended to give and while this work gave little or not practical knowledge of functions of government or even of the governmental agencies still it was a step toward a more concrete presentation of material.

Gradually, however, to study the mere framework of the government ceased to satisfy the demand for civic education and the formal presentation of the Constitution was expanded into a more comprehensive course. At first, lists of officers, with their salaries, terms, and duties were added and a more minute description of the machinery and historical development of each part became essential.

Andrews' "Manual of the Constitution" is in a way a transitional book marking the development from the second to the third state. While it frequently devotes itself to a study of the fundamental law as its title would indicate, there is a great deal of history involved as well as description of the machinery itself. 75.5 per cent of the 12,457 lines of this book is devoted to the Constitution. The other 24.5 per cent deal with a description of the executive departments, Ohio State government, etc. History is scattered throughout and received 35.2 per cent - by far the largest amount up to that time, (1885). The introduction of history into the material of instruction was of great significance as will be pointed out in another connection as it indicates a recognition of the dynamic

character of governmental institutions. Andrews, however, has not made this point as clear as has Fiske because of the manner in which he used history, i.e. as illustrative material rather than to show the constant evolution of governmental institutions.

The third stage of development of civics was reached when the Constitution as an organizing basis of presentation of material was given up. By 1890 this basis was considered inadequate by many of the writers and so we have developed the type of books represented by Class C. Here the authors struck out boldly into a description of government. This description was largely that of the machinery of government but little by little there was added a description of how the governmental agencies worked. For instance, they began to lay less stress on the number, age, salary and method of electing representatives to Congress and more to a description of the passage of a bill by these legislators. While this was still a study of the form of government, it was a step toward function and was the beginning of the present emphasis.

Class C books are interesting because they are neither "flesh nor fowl nor good red herring". Many vestigial structures remain to remind one of their evolution and in fact in some instances the old Constitutional manual remains in a form very little modified as in the case of James and Sanford's, "Government in the State and Nation." But in general these books do not deal so much with principles as they do with a minute description of the form - the machinery of government. Much attention was given to the president, his cabinet, with an enumeration of their duties, Congress and the federal government in general. The courts were taken up and described as to their reorganization, kind of duties

and limitations. The powers, duties and privileges of governors, legislators and citizens were enumerated. Political parties and nominating conventions, suffrage privileges and elections were carefully described. But all these descriptions are from the standpoint of what government may do and there is very little attempt to tell what is actually being done in the various departments of the social organism with government as an instrument. The writers, in their prefaces constantly stress the necessity of placing the emphasis on function instead of form but their idea of expressing function is to describe the powers and duties of the governmental instrument rather than to discuss the questions of social and economic welfare and the relation of government to these as the instrument by which they may be attained. However, side by side with this discussion of the necessity of emphasizing function went an increase of emphasis on local or community interests and from this finally emerged community civics.

The books of Class B have certain characteristics which naturally follow their organization into this class. This is evident when they are compared with Class A, or Class C books as in Table No. III. For instance, the only four books in this entire list that have no space devoted to the functions of government are those of Class B. Likewise they have entirely ignored the question of direct teaching of responsibility of the citizen to his government, nor have any of them considered economic or sociological questions to be topics for consideration in a civics text. In three of the four books little or no space is given to local government and very little to state government.

TABLE III

The average per cent of space for each subject in Classes A, B, and C.

Class	Constitution	Form	Function	Local	State	National	Direct teaching of civic respon- sibility	Economic and Sociological	Political
A	11.1	31.9	10.2	1.7	11.1	35.6	9.9	11.3	88.6
B	76.3	69.1	0.0	.62	8.3	70.3	0.0	0.0	100.
C	12.1	58.3	13.9	18.3	22.8	54.3	2.6	4.8	95.1

The books of Class C are distinguished from those of Class B by their decreased attention to the study of the Constitution. While Class B gives an average of 76.3 per cent of space to this subject, Class C gives only an average of 12.1 per cent. (See Table III). They are distinguished from Class D in several ways. In the first place the books of Class C give an average of 58.3 per cent of their space to form and 13.9 per cent to function. Class D books reverse this and give 16.9 per cent to form, and 75.7 per cent to function. (See Table IV).

TABLE IV

Per cent of space (with average) given to form and function in books of Classes C and D.

Class C	Year	Per cent form	Per cent function
Fiske	1891	36.5	5.3
James & Sanford	1901	60.1	8.7
Ashley	1903	66.6	9.0
Forman	1905	37.8	26.1
Garner	1911	82.0	15.8
Guitteau	1911	<u>66.6</u>	<u>18.9</u>
Average		58.2	13.9

Class D			
Dole	1890	17.6	81.1
Dunn	1907	16.1	76.9
Ashley	1917	28.9	58.3
Leavitt & Brown	1917	<u>5.0</u>	<u>86.3</u>
Average		16.9	75.7

Another distinction between these two classes is that in Class D the different governmental units receive approximately the same amount of space; 15.6 per cent is the average for local, 6.9 per cent for state, and 17.7 per cent for national government. In Class C books this average is much more disproportionate; local government receives only 18.3 per cent of space, state government

22.8 per cent, and national government 54.3 per cent. (See Table V).

TABLE V.

Proportionate amount of space given to the units of government in Class C and B books.

		Local	State	National
Class C	Fiske	41.8	17.6	29.8
	James & Sanford	8.6	22.5	83.9
	Ashley	13.4	20.4	57.0
	Forman	11.1	18.6	34.1
	Garner	19.2	29.8	57.6
	Guitteau	<u>13.9</u>	<u>28.0</u>	<u>63.3</u>
	Average	18.3	22.8	54.3
Class D	Dole	3.1	10.7	13.5
	Dunn	38.9	3.1	11.2
	Ashley	17.7	10.4	32.9
	Leavitt & Brown	<u>11.1</u>	<u>3.5</u>	<u>4.6</u>
	Average	15.6	6.9	17.7

Probably the most important distinction is that of the choice of the subject matter itself. While in Class D there is an average of 56.4 per cent of space devoted to economic and sociological questions and 43.6 per cent to political, in Class C 95.2 per cent is political, and only 4.8 per cent sociological.

and economic. (See Table VI).

TABLE VI.

Proportionate amount of space given to economic and sociological questions and political questions.

Economic and Sociological Questions				Political Questions		
No.of:Percent :Aver.			:No.of:Percent:Av.per			
lines:of space:per class:			lines:Space :class			
<u>Class A</u>						
Sullivan 1830	1093	22.7)	11.3	77.3)	88.6	
Burleigh 1851	0	0.0)		100.0)		
<u>Class B</u>						
Alden 1866	0	0.0)	0.0	100.0)	100.0	
" 1867	0	0.0)		100.0)		
Townsend 1875	0	0.0)		100.0)		
Andrews 1885	0	0.0)		100.0)		
<u>Class C</u>						
Fiske 1890	0	0.0)	4.8	100.0)	95.2	
James & Sanford 1901	488	5.0)		95.0)		
Ashley 1903	512	6.5)		93.5)		
Forman 1905	843	7.7)		92.3)		
Gerner 1911	365	3.1)		96.9)		
Guitteau 1911	592	6.7)		93.3)		
<u>Class D</u>						
Dole 1891	4319	49.8)	56.4	50.2)	43.6	
Dunn 1907	2986	55.6)		44.4)		
Ashley 1917	3510	36.1)		63.9)		
Leavitt & Brown 1917	3105	84.2)		15.8)		

This classification as may be seen by Table I is still a chronological arrangement with only two exceptions. Dole, (Class D, 1890) and Dunn, (Class D, 1907) are by all the criteria Class D books, although they belong to the third publication period. Both of these books are in some respects better representatives of the newer tendencies in civic instruction than either of the 1917 books. The final arrangement of the books into classes with the results are as follows:

		Stability of citizens							
Authors		Per cent	Economic and Sociological	Per cent	Political	Per cent	Total number of lines		
Class A	Sullivan	1830	0.0	1093	22.7	3714	77.3	4807	
	Purleigh	1851	19.7	0	0.0	7733	100.0	7733	
Class B	Alden	1860	0.0	0	0.0	5760	100.0	5760	
	Alden	1860	0.0	0	0.0	2344	100.0	2344	
Class C	Townsend	1870	0.0	0	0.0	6126	100.0	6126	
	Andrews	1880	0.0	0	0.0	12457	100.0	12457	
Class D	Fiske	1890	0	3.0	0	0.0	7230	100.0	7230
	James and Sanford	1904	.2	488	5.0	9186	95.0	9674	
Class E	Ashley	1901	1.2	512	62.5	7363	93.5	7875	
	Forman	1905	6.4	843	7.7	9971	92.3	10814	
Class F	Garner	1911	4.7	365	3.1	11094	96.9	5361	
	Guitteau	1911	0.0	592	6.7	8168	93.3	11459	
Class G	Dole	1891	25.1	4319	49.8	4361	50.2	8670	
	Dunn	1907	12.1	2986	55.6	2375	44.4	8760	
Class H	Ashley	1917	11.0	3510	36.1	6212	63.9	9722	
	Leavitt and Brown	1917	4.4	3105	84.2	579	15.8	3684	

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TABLE NO. VII.

Books grouped in four classes. Number of lines with per cent

of space given to each subject.

	Authors	Form	Per cent	Function	Per cent	History	Per cent	Constitution	Per cent	Theory	Per cent	Local	Per cent	State	Per cent	National	Per cent	Direct respon- sibility of cit- izens	Per cent	Economic and Sociological	Per cent	Political	Per cent	Total number of lines	
Class A	Sullivan	1830	2069	43.0	132	2.7	231	4.8	166	3.4	683	14.2	160	3.3	1069	22.2	1728	27.0	0	0.0	1093	22.7	3714	77.3	4807
	Burleigh	1851	1609	20.8	1328	17.7	925	11.9	1459	18.8	1324	17.1	0	0.0	0	0.0	3418	44.2	1521	19.7	0	0.0	7733	100.0	7733
	Alden	1866	3620	62.8	0	0.0	1081	18.7	3905	67.7	803	13.9	0	0.0	308	5.3	3928	68.1	0	0.0	0	0.0	5760	100.0	5760
Class B	Alden	1867	1442	61.5	0	0.0	245	10.4	1478	63.0	364	15.5	0	0.0	148	6.3	1509	64.3	0	0.0	0	0.0	2344	100.0	2344
	Townsend	1875	4763	77.7	0	0.0	337	5.5	5463	89.1	415	6.7	0	0.0	806	12.9	4708	76.8	0	0.0	0	0.0	6126	100.0	6126
	Andrews	1885	9278	74.4	0	0.0	4385	35.2	9406	75.5	522	4.1	321	2.5	1097	8.8	8974	72.0	0	0.0	0	0.0	12457	100.0	12457
Class C	Fiske	1890	2642	36.5	385	5.3	3526	48.7	249	3.4	920	12.7	3024	41.8	1276	17.6	2155	29.8	220	3.0	0	0.0	7230	100.0	7230
	James and Sanford	1901	5819	60.1	847	8.7	2142	22.1	3244	33.5	308	3.1	844	8.6	2178	22.5	8120	83.9	24	.2	488	5.0	9186	95.0	9674
	Ashley	1903	5247	66.6	712	9.0	1564	19.8	774	9.8	586	7.4	1219	15.4	1612	20.4	4480	57.0	101	1.2	512	62.5	7363	93.5	7875
	Forman	1905	4096	37.8	2823	26.1	2038	18.8	852	7.8	2679	24.7	1206	11.1	2021	18.6	3693	34.1	700	6.4	843	7.7	9971	92.3	10814
	Garner	1911	9397	82.0	1811	15.8	1492	13.0	1170	10.2	259	2.2	2207	19.2	3416	29.8	6604	57.6	540	4.7	365	3.1	11094	96.9	5361
	Guitteau	1911	5837	66.6	1657	18.9	1254	14.3	714	8.1	432	4.9	1220	13.9	2456	28.0	5549	63.3	0	0.0	592	6.7	8168	93.3	11459
Class D	Dole	1891	1529	17.6	7024	81.1	160	1.8	0	0.0	785	9.7	270	3.1	936	10.7	1176	13.5	2178	25.1	4319	49.8	4361	50.2	8670
	Dunn	1907	864	16.1	4124	76.9	446	8.3	200	3.7	0	0.0	2087	38.9	170	3.1	604	11.2	651	12.1	2986	55.6	2375	44.4	8760
	Ashley	1917	2816	28.9	5677	58.3	819	8.4	581	5.9	1547	15.9	1726	17.7	1012	10.4	3200	32.9	1073	11.0	3510	36.1	6212	63.9	9722
	Leavitt and Brown	1917	185	5.0	3180	86.3	37	1.0	36	.9	43	1.1	43	11.1	131	3.5	172	4.6	165	4.4	3105	84.2	579	15.8	3684

Results for each Subject:

FORMS AND FUNCTIONS OF GOVERNMENT: One of the most important questions which has been under discussion for some time in civic instruction is the relative amount of space which should be devoted to the form and the function of government. That this has not always been a question may be inferred from the results of the study, since the very early books show only a relatively small amount of space devoted to either form or function. In general, the study shows that prior to the Civil War this question was not an important one. Beginning, however, at the time of the Civil War great importance was attached to the necessity of civic instruction and this was interpreted to mean giving the people a knowledge of the fundamental law of the ~~land~~ ^{country}. Consequently, the Constitution was studied intensively, and this placed the emphasis on the framework of government. In the last decade of the nineteenth century, however, governmental institutions were conceived of as growing organisms with certain functions to perform and there was an increasing demand that this be emphasized in civic instruction. But the question of how to place the emphasis on function was a debateable one for some time, and it is only after several years of experimenting that the present ideas in regard to it have been evolved. During these years the textbook writers tried to meet this demand by placing in their texts a great deal of descriptive material about the governmental processes. This was as near as they could get to function. It is, with a few exceptions, only the very recent books that have acknowledged the proper emphasis in civics to be a consideration of questions of social and economic welfare and

the relation of government to these as an instrument of social control. The stage of development of this question of the relative importance of emphasizing the form or the functions of government and incidentally the evolution of the present interpretation of the meaning of function coincide with the four stages in the development of civic instruction as may be seen by Table VIII.

TABLE VIII.

Characteristics of periods	Class	No. of Books	Average amount of space			
			Form		Function	
			Lines	%	Lines	%
I. Period of indifference in regard to the relative importance of form and function	A	2	1839	31.9	730	10.2
II. Period of emphasis on governmental framework	B	4	4776	69.1	0	0
III. Period of emphasis on governmental processes	C	6	5506	58.2	1732	13.9
IV. Period of emphasis on elements of welfare	D	4	1349	16.9	5001	75.6

HISTORY: An interesting point of comparison is the amount of history included in the text books. This varies from 48.7 percent in Fiske to one percent in Leavitt and Brown. There seems to be no progressive decline or advance in this matter, all depending upon the individual treatment of the author. While there is a

progressive increase in the average of Classes A, B, and C, this is misleading because of the wide variability of the individual cases within each class. For instance, Class B with only four cases ranges from 5.5 percent to 35.2 percent. While Class C ranges from 13 percent to 48.7 percent with 6 cases. The averages consequently mean little. The variability in the amount of history incorporated into each book seems to be only a matter of the author's treatment of the subject and does not indicate any particular tendency. Certain of the authors, particularly Fiske and Andrews have decidedly an historical point of view and there is scarcely a page in these two books that does not have some historical reference. In these two cases the amount of history is significant as it indicates one method of developing a point of view which in itself is important - that of the evolutionary character of governmental institutions. In general, however, the amount of history found in a particular publication period bears little or no reference to the particular stage of development of civic instruction.

TABLE IX.

Proportionate amount of space given to history.

Class A		Lines	Percent	Average
Sullivan	1830	331	4.8	
Burleigh	1851	925	11.9	8.3
Class B				
Alden	1866	1081	18.7	
Alden	1867	245	10.4	
Townsend	1875	337	5.5	
Andrews	1885	4385	35.2	17.7
Class C				
Fiske	1890	3526	48.7	
James & Sanford	1901	2142	22.1	
Ashley	1903	1564	19.8	
Forman	1905	2038	18.8	
Garner	1911	1492	13.0	
Guitteau	1911	1254	14.3	22.8
Class D				
Dole	1891	160	1.8	
Dunn	1907	446	8.3	
Ashley	1917	819	8.4	
Leavitt & Brown	1917	37	1.0	4.9

CONSTITUTION: There has been a significant decline in the emphasis on the study of the Constitution as indicated by the relative amount of space devoted to that document itself. For about twenty years from the period of the Civil War up to 1885 or 1890 this type of book prevailed. The average amount of space devoted to the Constitution for the four books constituting Class B and representing the period is 73.8 percent, while for the other twelve books (two of which were published previous to the Civil War and the other ten from 1890 to the present time) it is only 8.8 percent.

TABLE X.

Proportionate amount of space given to the study of the Constitution.

	No. of lines	Percent of space	Average percent of space
<u>Class A</u>			
Sullivan, 1830	166	3.4	
Burleigh, 1851	1459	18.8	11.2
<u>Class B</u>			
Alden, 1866	3905	67.7	
Alden, 1867	1478	63.0	
Townsend, 1875	5463	89.1	
Andrews, 1885	9406	75.5	73.8
<u>Class C</u>			
Fiske, 1890	249	3.4	
James and Sanford, 1901	3244	33.5	
Ashley, 1903	774	9.8	
Forman, 1905	852	7.8	
Garner, 1911	1170	10.2	
Guitteau, 1911	714	8.1	12.1
<u>Class D</u>			
Dole, 1891	0	0.0	
Dunn, 1907	200	3.7	
Ashley, 1917	581	5.9	
Leavitt & Brown, 1917	36	.9	2.6

THEORY AND PRINCIPLES OF GOVERNMENT: The early books as a class devoted more attention to abstract conceptions of government. Their treatment was philosophical, dealing with the origin of society and kinds of governments. In fact this is the factor that differentiates Class A books from Class B books. Certain of the books in each class emphasize this feature but it is not a fundamental characteristic except in the first publication period. The two Alden books of Class B, Fiske and Forman of Class C and Dole and Ashley of Class D, give a rather large amount of space to theoretical aspects of government but this character by no means dominates the Class in which these books have been placed.

TABLE XI.

Proportionate amount of space given to Theory and Principles of Government.

		Lines	Percent	Average
<u>Class A</u>				
Sullivan	1830	683	14.2	
Burleigh	1851	1324	17.1	15.6
<u>Class B</u>				
Alden	1866	803	13.9	
Alden	1867	364	15.5	
Townsend	1875	415	6.7	
Andrews	1885	522	4.1	10.05
<u>Class C</u>				
Fiske	1890	920	12.7	
James & Sanford	1901	308	3.1	
Ashley	1903	585	7.4	
Forman	1905	2679	24.7	
Garner	1911	259	2.2	
Guitteau	1911	432	4.9	8.3
<u>Class D</u>				
Dole	1891	785	9.0	
Dunn	1907	0	0.0	
Ashley	1917	1547	15.9	
Leavitt and Brown	1917	43	1.1	6.5

UNITS OF GOVERNMENT: As one would expect, the early books were devoted almost entirely to a consideration of national government. In the first publication period the authors were chiefly interested in the theoretical and abstract principles of government and government as such was thought of in a very real sense as an embodiment of the principles of the Constitution. This fundamental instrument naturally suggested only federal government and the principles studied could best be illustrated in that field. In the second publication period the intensive study of the document itself confined the author to a consideration of this unit period exclusively. In the third publication period however, local and state government was coming to be considered important and the average amount of space increased in this period from .62 per cent in Class B books, to 18.3 per cent for Class C, while state government increased from 8.3 per cent for Class B to 22.8 per cent for Class C. There was a corresponding decrease in the amount of attention given to national government. Class B books devoted 70.3 per cent of space to national government while Class C books gave only 54.3 per cent to it. In Class D books, one has to take into account two factors. Here the emphasis is shifted from an exclusive treatment of government and economic and sociological questions introduced. In these books government is not studied to any extent as an entity but in its relation to these social questions. Consequently, while Class C books give 95.1 per cent of their space to political questions, Class D gives an average of 43.6 per cent. This decreased amount of space is divided rather evenly between the three units, local government, receiving 14.4 per cent, state government receiving 6.9 per cent, and national government, receiving 15.6 per cent. Part of the space devoted to political questions cannot

be classified under any of these three heads.

TABLE XII.

Proportionate amount of space given to each of the three units of government.

<u>Class A</u>	Local	State	National
Sullivan, 1830	3.3	22.2	27
Burleigh, 1851	0.0	0.0	44.2
Average	<u>1.65</u>	<u>11.1</u>	<u>35.6</u>
<u>Class B</u>			
Alden, 1866	0.0	5.3	68.1
Alden, 1867	0.0	6.3	64.3
Townsend, 1875	0.0	12.9	76.8
Andrews, 1885	2.5	8.8	72.0
Average	<u>.62</u>	<u>8.3</u>	<u>70.3</u>
<u>Class C</u>			
Fiske, 1890	41.8	17.6	29.8
James & Sanford, 1901	8.6	22.5	83.9
Ashley, 1903	15.4	20.4	57.0
Forman, 1905	11.1	18.6	34.1
Garner, 1911	19.2	29.8	57.6
Guitteau, 1911	13.9	28.0	63.3
Average	<u>18.3</u>	<u>22.8</u>	<u>54.3</u>
<u>Class D</u>			
Dale, 1891	3.1	10.7	13.5
Dunn, 1907	38.9	3.1	11.2
Ashley, 1917	17.7	10.4	32.9
Leavitt and Brown, 1917	11.1	3.5	4.6
Average	<u>17.7</u>	<u>6.9</u>	<u>15.6</u>

DIRECT TEACHING OF CIVIC RESPONSIBILITY: In general the earlier texts depended entirely on their subject matter for inculcating ideas of civic virtue in the minds of the pupils. There is every indication that they identified right conduct and knowledge and that they considered a thorough understanding of the fundamental law all that was necessary for good citizenship. Burleigh (Class A, 1851) is the only exception to this up to 1891. From that time there was a gradual increase in the amount of space given to teaching the pupils directly the part they should perform as citizens of a republic. Class C books on the whole devote very little space to this averaging only 2.6 per cent. Class D books however, (two of which appeared in the third publication period) average 13.2 per cent. It might be said that since 1891 there has been an increasing tendency to actually state in so many words just what is the citizen's duty in different concrete situations. Dole, Dunn, and Burleigh are leading representatives of this method.

TABLE XIII.

Proportionate amount of space devoted to the direct teaching of responsibility of a citizen to his government.

		No. of lines	Percent space	Aver.
<u>Class A</u>				
Sullivan	1830	0	0.00) 9.90
Burleigh	1851	1521	19.7	
<u>Class B</u>				
Alden	1866	0	0.00) 0.00
Alden	1867	0	0.00	
Townsend	1875	0	0.00	
Andrews	1885	0	0.00	
<u>Class C</u>				
Fiske	1890	220	3.00) 2.60
James & Sanford	1901	24	.20	
Ashley	1903	101	1.2	
Torman	1905	700	6.4	
Garner	1911	540	4.7	
Quitteau	1911	0	0.0	
<u>Class D</u>				
Dole	1891	2178	25.1) 13.2
Dunn	1907	651	12.1	
Ashley	1917	1073	11.0	
Leavitt & Brown	1917	165	4.4	

ECONOMIC-SOCIOLOGICAL AND POLITICAL MATTERS: The books with one exception (Sullivan, 1830) do not approach the question of dealing with social and economic problems as a part of civics work until (Dole (1891) published his book with 49.8 per cent of space devoted to this phase. Class C books in their attempt to arrive at some solution of the question of the comparative value of emphasizing form and function introduced these problems to a slight degree but they did not follow Dole's lead to any great extent and there is little indication that they considered his departure sound. In 1907 Dunn's book with 55.6 per cent of non-political matter was published. The average per cent of space given in Class C books is 4.7 per cent while Class D books have 56.4 per cent. In general those texts which have devoted a relatively large amount of space to function have also emphasized the social and economic aspects of government, and those which have emphasized form have also emphasized the political aspects. (See Table VI).

Description of each text as shown by results of study.

Sullivan's Political Class Book (1830), the earliest book obtainable for the study is unique in many respects. The author's purpose as stated in the preface is to so instruct the coming citizen that he may discharge duties as such:

"Such sovereign power, implies knowledge of the subjects to which it is to be applied; and, as there is no distinction in the political rights of the members of the community, every citizen who has attained the age of twenty-one years, is entitled to all the rights of citizenship, and is held to the performance of all its duties. He must, therefore, be presumed to know what these rights and duties are.

"Every citizen of Massachusetts is also a citizen of the United States. Being entitled to all the rights of national citizenship, and held to the performance of all its duties, he must be presumed to know what

these are. Among these are included the duty, and consequently the competency of judging, whether those who undertake to administer the National Government execute their trust with ability and faithfulness.

"It is not perceived that provision has been made, in the usual course of education to qualify those who are approaching manhood, to discharge, with advantage to themselves, and with justice to their fellow-citizens, the political duties which they must assume. If the young acquire any knowledge of this nature, it must be by inference and accident, and not because it is systematically imparted."

He shows the idealistic attitude of civic writers of that period when he says:

"It is yet a problem, whether united representative republics will continue to diffuse their blessings through a prosperous and grateful community. The solution may depend, in no small degree, on the veneration which the young carry into manhood, for the Institutions of their Fathers; and not less on their ability to distinguish between the unprincipled contrivances of politicians, and the many actions of statesmen."

His plan is as follows:

"Supposing these views of our nature to be substantially right, the object of the following chapters, is, to point out to the youths, who are in the course of education, their relation to each other, to society, and to their country; and to show, in a plain and simple way, the excellence and value, beyond all price, of the political conditions in which they exist. The further purpose is to give some information of the social system of which they are to become active members, and on which their own happiness, in common with that of all around them, absolutely depends. The plan is - First, to sketch the principles on which society is formed. Secondly, to show the fitness of the State Government to accomplish the intended object of it. Thirdly, to do the like as to the National Government. Fourthly, to notice some subjects which concern those who are approaching manhood, and those who have risen to be citizens."

To carry this out he devotes four chapters to a discussion of the principles on which society is formed, fourteen chapters to show the fitness of the state government to accomplish its intended object, using Massachusetts as a typical example; four chapters to the Constitution of the United States and National Government, and

six chapters to, "Notice some subjects which concern those who are approaching manhood, and those who have risen to be citizens." In these six chapters he discusses such economic and sociological questions as property, persons, their capacities and incapacities, in which marriage, divorce, and the rights and privileges of each sex are taken up. A classification of persons as to occupation is made and choice of employments and religion are discussed.

The most striking thing about the book is the fact that it much more nearly approximates the very modern civic texts than does any of the other early books in that it deals with the more general questions of social science and not political science only. However while the author has devoted 22.7 per cent of his space to sociological and economic subjects his choice within these fields differs from that of the present day writers. A social science writer of to-day places the emphasis on the elements of welfare and incidentally the governmental agencies controlling these are studied not as topics of study important in themselves but as means to an end. Sullivan, however, discusses these points separately and in fact many of the sociological and economic subjects chosen for discussion as for instance religion or social customs, are not controlled by government at all. So in this book while one would expect a large amount of space to be devoted to function, as a matter of fact only 2.7 per cent of the entire book is given to this because the subjects treated in many instances are not functions of government at all but rather social institutions outside of the realm of political control.

The part of the book dealing with local, state, and national government is almost entirely form and comprises 43 per cent of the entire space. The material of the appendix seems to

have little if any bearing upon the material of the text and consists of five separate chapters on the following topics: "Pursuits in Life", "Agriculture", "Useful Arts and Trades", "Instruction", and "Reading for Leisure Hours". Another point of distinction is the amount of abstract material the book contains, which is quite typical of the texts up to the Civil War period as will be emphasized in another connection. Sullivan's purpose as stated in the introduction was to provide a means of teaching the rights and duties of citizens. Whether this could be accomplished or not with the abstract material supplied is a question but the author implies that a knowledge of government is equivalent to right action in governmental affairs, and consequently he devotes no space to direct moral instruction in political affairs. The choice of material seems ill fitted to accomplish his purpose but was consistently chosen in accordance with the best thought of that time.

Burleigh's American Manual (1851) was intended by the author that this book be used as a reader and this fact accounted in part for the peculiar arrangement and organization of subject matter. This arrangement may be best understood by a reproduction of a page giving the author's own explanation.

(1). This work is a family manual for reference, and a text-book and reader for elementary schools and academies. The marginal exercises are peculiar to the author's school books. (2) Before the top of the first letter of some word in each line is a diminutive figure 1, which denotes that the work marked by it may be omitted, and the definition, or some other expression that will convey a similar idea, be put in its stead. (3) For example, the first line may be read, "this book is a family manual", and so on through the lesson, omitting the marked words, and putting in their stead those in the margin. This Manual can be used as a reader in the	Book. Primary. Lessons for practice Writer's Upper part Very small Signifies Not mentioned Any 2 Meaning Top 2 General 2 Substituting Book
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largest public schools, without occupying more time than the ordinary readers. (4) By reading this book pupils gradually acquire a knowledge of our social and political institutions. Youth are thus led, by progressive steps, to cultivate a taste for useful reading, industrious habits, and patient research, without which they are not properly fitted for the duties of after life. (5) The alluring incentives of the marginal words give, by easy gradations, a variety of words in expressing the same idea, and an accuracy in the use of terms.* (6) Immediately before telling the meaning of the words marked by the small figure, the pupils should raise their eyes from the reading exercise, and look at those to whom they read.

Free S.
Common
Manual
Familiarity with
In this way
Easy and advancing
Attentive
Suitably
Labors
Enticing
Steps
Thought
Words
Giving
Labelled
Look
Glance

The author's attention to devices and peculiar pedagogical helps is perhaps the most striking thing about the book. As to subject matter he has given 17.1 per cent of the entire space to an abstract discussion of governmental principles and 19.7 per cent is concerned with the direct teaching of civic responsibility. This fact alone makes the book unique as it stands second in this respect in the entire list having been outranked only by Dole, who is distinctly representative of the new type of civics. Unlike Sullivan's book, "The Manual", gives no space to the discussion of economic and sociological questions but has a much higher per cent of functional emphasis than is found in any of the early books. Social and state government receive no recognition. A large amount of space, 44.2 per cent is devoted to national government and 18.8 per cent to a study of the Constitution. The purpose of the author as stated in the text is to give the student a knowledge of the Constitution of the United States and the duties of citizens. According to the amount of space devoted to these two subjects the book should be instrumental in accomplishing these results and is superior to Sullivan's in the sense that the choice and emphasis in

material is more nearly in accordance with the stated purpose.

Alden's "Science of Government", in general emphasis, is very much like his "Citizen's Manual", but is organized on another basis. The first four chapters are abstract and deal with philosophical aspects of government. Chapters V, VI, VII, VIII, are historical. The remaining thirteen chapters are descriptive and deal with the Constitution and machinery of government. The author's purpose as stated is to supply the facts and principles which every citizen should know, and in this respect the book would seem to be designed to accomplish the end sought.

Alden's "Citizen's Manual" (1867) is a small text of 117 pages which is a typical manual of the Constitution. It is organized on the question and answer plan and if the author's purpose was to provide the pupil with a certain number of facts about governmental institutions such as the Constitutions of England, the United States, and the States, the machinery of government, a little international law and a few principles of political science, the book would be rather well adapted to accomplish this end. But from his statement in the preface, his object was, "that of preparing the masses for intelligently exercising their rights as citizens of the Republic". And so again we see a recognition of the unproved theory of the identification of right political conduct with knowledge and understanding of governmental machinery and form. 61.5 per cent of his book is purely a study of form (63 per cent having been devoted to the Constitution itself) while he gives no space to direct teaching of the responsibility of the citizen to his government, and none to economic or sociological questions.

15.5 per cent of the book is devoted to abstract and dogmatic statements about the theories of government and origin of society. There is an attempt to impart almost a superstitious veneration for the Constitution, as, for instance, in the following:

16. What is the difference between the Constitution and the laws made by the legislature?

The Constitution is the higher law, to which all the laws enacted by the legislature must be conformed.

17. Is there any higher law than the Constitution?

The Constitution is the highest human law; but the law of God is the highest of all laws.

18. May not the people who make the Constitution disobey it if they please?

The people, as well as the government, are under obligations to the Constitution.

19. May the people change the Constitution?

They may change it in the way pointed out by the Constitution.

20. How does it appear that it is God's will that the people should have government.

It appears from the fact that government is necessary to the existence of society and the well-being of men, and from the Bible.

21. What does the Bible say on the subject?

"The powers that be are ordained of God;" which is the same as saying, "Government is ordained of God."

22. What does the Bible say respecting magistrates?

It commands us "to obey magistrates."

23. Suppose their commands come in conflict with the laws of God?

Then "we ought to obey God rather than men." Acts 5:29.

The manual has an interesting organization. It is divided into short chapters consisting of some twenty or thirty questions each followed up by its proper answer. This book as does all of them up to this point (1897) incorporates a great deal of religion into its material of instruction, as may be seen by preceding quotations.

Townsend's "Shorter Course in Civil Government" (1875) and Andrew's "Manual of the Constitution" (1884) may well be described together, because they are both typical manuals of the Constitution. Townsend expresses his purpose in the preface as

follows:

"To learn the duties of town, city, and county officers, has nothing whatever to do with the grand and noble subject of Civil Government.

"It may be doubted whether one who proposes such minutia of detail has any definite idea of Civil Government.

"Whoever understands the history, purposes, philosophy and grand plan of the general government, comprehends any State government, by a mere glance at its Constitution. There is such marked similarity of the State governments to each other, and of all the government of the United States, that when the last named is understood by the student, he fully comprehends the others. To attempt class drill on petty town and county offices, would be simply a burlesque of the whole subject."

Andrews likewise emphasizes the necessity of knowing "the character and workings of the government and making a clear exposition of the great principles of the Constitution, with a summary of the legislative provisions in which they have been embodied." In accordance with these stated purposes, these two books give little or no space to local government and very little to state government. They entirely ignore the necessity of actually pointing out a citizen's duty to his government, avoid economic and sociological questions entirely and give no space to the functions of government. On the other hand, form, the Constitution, and the political aspects of national government receive practically all the space, and in these respects the emphasis of the two books is remarkably similar throughout. The following table shows the percentage of space for each item:

TABLE XIV.

Comparison of Townsend and Andrews as to form:

	Form	Nat'l Gov't	Constitution	Pol. Aspects
Townsend	77.7	76.8	89.1	100
Andrews	74.4	72.0	75.5	100

There is, however, one marked difference in the two books and that is in regard to the amount of history used. Andrews, with the exception of Fiske, uses more history in his text than any of the other writers, 35.2 per cent of his book being historical. Practically every point he makes is treated historically in some way, either by tracing the development of an institution or by illustrating a principle from history. The difference goes far toward making the difference in the size of the books; Andrews' books containing 12,457 lines -- over twice as many⁸⁵ contained in Townsend's, which has only 6,126 lines.

TABLE XV.

Comparison of Townsend and Andrews as to History:

	No. of lines	Per cent space
Townsend	337	5.5
Andrews	4385	35.2

Fiske's book, "Civil Government in the United States", (1890) is quite different from these previously described. It is one of the first books to recognize the importance of the local units and in this respect is the direct counterpart of Townsend's and, in fact, he quotes from Townsend's preface and expresses his contempt for the whole point of view therein expressed. In his own preface he states that he has devoted, "about half of my limited space" to a study of the town, county and city. As a matter of fact 41.8 per cent of the book is local government. With this emphasis on the local unit, naturally there would be a general shifting of emphasis. The Constitution only receives 3.4 per cent of

space, state government gets only 17.6 per cent and national government 29.8 per cent. Fiske was primarily interested in history and consequently he gave a historical setting to every subject touched upon. Like Andrews, he endeavored to show the gradual development of governmental institutions but differed in the choice of institutions treated, and the method of showing this development. This historical method in government was a significant change in civic instruction and deserves particular mention as it marks the transition from static to dynamic civics. Previously the framework of civics had been explained and learned much as one would teach the parts of a piece of machinery. Fiske's book treated government as a modifiable and changing institution and assumes that it is what it is because of its previous experiences. Consequently, we find 48.7 per cent of his book devoted to history.

"The American Citizen" by Dole (1891) is perhaps the most interesting book in the list, because, although published in 1891, it is a typically 1917-1918 book. The emphasis in this book is entirely shifted not only from that of the old Constitutional Manuals but also from that of their successors. Dole was the first to recognize the necessity of teaching civic morality not only indirectly through the functions of government but also "directly in connection with the concrete subjects about which moral questions grow." A good citizen perhaps for the first time meant something definite to a text book writer. And Dole seemed to recognize that there was some other element than knowledge which entered into good citizenship. As one would expect after reading his purpose, the functions of government are much more fully treated than form and so while he gives only 17.6 per cent to form, he gives 81.1

per cent to function. Also for the first time there is a fair division between the economic-sociological aspects of government and the political. Dole gives the former 49.8 per cent of his space and 50.2 per cent to the latter. His treatment of the units of government as such, that is, local, state, or national, is very limited. To local government he gives 3.1 per cent, to the state, 10.7 per cent, and to national 13.5 per cent. This emphasis is perhaps somewhat surprising as one might expect the local government to receive more emphasis, but is due probably to the fact that he ordinarily does not separate the units of government but merely treats them as agencies in connection with the elements of welfare. This is the modern thing about the book and is particularly commendable. History only receives 1.8 per cent of space which is in direct contrast to Fiske's treatment. This is interesting because in the same period they were both attempting to present governmental institutions as dynamic. Fiske's method is an advance over previous presentations but shows the fundamental limitations in treating government as an end in itself. Dole approaches the matter from another angle and since government is a means rather than an end he does not rely on its historical development to show its dynamic character. The Constitution receives no space at all as might be expected. Dole ranks first in the amount of space used in teaching the responsibility of the citizen to his government, 25.1 per cent of the book dealing with this point.

James and Sanford's "Government in State and Nation", presents a good contrast to Dole's book. While published ten years later (1901) it lacks practically all the modern features which are found in Dole and should in most respects be ranked with Townsend

and Andrews of the two preceding decades..... The book is organized with the Constitution as a basis and 33.5 per cent of the space is given to the study of the national document. One might expect a book published in 1901 to foreshadow some of the coming tendencies but this book does not. Form received 60.1 per cent of space while only 8.7 per cent is given to function. Local government gets but 8.6 per cent while national government received 83.9 per cent. Twenty-four words or two per cent is given to direct teaching of civic responsibility and economic and sociological aspects of government get only five per cent, the other five per cent being given to the political phase. However, this book presents a good illustration of the results of revision. By correcting actual erroneous statements from time to time, the authors have succeeded in keeping it one of the most popular texts throughout the United States as shown by the recent report of the American Political Science Association.

Ashley's "American Government" (1903), Garner's "Government in the United States" (1911), and Guittreau's "Government and Politics in the United States" (1911), may be treated together, as they present few differences so far as relative emphasis is concerned. These three books place the emphasis on a description of the machinery of government, which is studied quite apart from its use in controlling the elements of welfare. The following table will show the similarity between these three books and wherein they differ from the so-called constitutional manuals. Considering the similarity of these three books, it is interesting to note the purpose of the respective authors as pointed out in the prefaces. Ashley in his "American Government" says:

"The chief aim in studying our government is unquestionably the preparation of high school students for the proper exercise of their duties and privileges as American citizens. This cannot be done simply by memorizing sections of the most practical book in existence, undeniably useful as recitations from a good text-book may be. In the opinion of the author, this preparation must include at least three things. First of all, the pupils must gain an adequate knowledge of the structure and function of our system of government. In the second place, they should be to some extent, familiar with the affairs of today which are connected with the work of government, in order that our political system may become real, and not be a lifeless organization to be studied chiefly in books. Last, school, some training must be given which will enable the pupils to look upon both sides of public questions, to weigh arguments, and to judge for themselves whether reasons given for a particular policy may be satisfactory."

With this statement one might expect to find two things in Ashley's text: (1) an emphasis on function as well as form, (2) economic and sociological questions discussed. As a matter of fact Ashley gives only nine per cent of his space to function and 66.6 per cent to form, and he gives 7.7 per cent to economic and sociological questions as against 95.3 per cent to political discussion.

Quitteau frankly states his interest to be a description of governmental form and so his book is consistent with his stated purpose, as he gives 66.6 per cent of space to form and 18.99 per cent to function. Garner says:

"My aim in the preparation of this book has been to present in an elementary way the leading facts concerning the organization and activities of national state, and local government in the United States. I have given rather greater emphasis than is customarily done in textbooks of this character to what may be called the dynamics of government, that is; its actual workings, as contradistinguished from organization. Consequently such subjects as the administration of justice, the conduct of elections, the administration of the postal service, the conduct of diplomacy, the management of the public lands, the regulation of commerce, the procedure of Congress and of

the state legislatures and various other activities of government have received more than the usual attention. Likewise, I have laid especial stress upon the activities and methods of political parties, party conventions, primaries, the conduct of political campaigns, the regulation of campaign methods, and the like. The increasing importance of citizenship has led me to devote a chapter to that subject."

Nevertheless, he gives 82 per cent to form and 15.8 per cent to function, while only 2.1 per cent is given to economic and sociological aspects of government. This is clearly an example of what so many of the writers have meant when they have insisted upon a greater attention to function, -- that is, a description of government in operation.

Torman's "Advanced Civics" (1905) is an attempt to preserve the old organization of material but to shift the emphasis from form to function. The difficulty is that the author sharply separates the material dealing with the elements of welfare from that dealing with the governmental agencies and so while the book has many good features it misses the modern emphasis. Much space is devoted to the governmental processes and these the author calls function. However, in accordance with the distinctions assumed for this study a great part of this material was classified as form. Of Class C books, Torman's shows the best distribution of space between form and function giving to the former, 37.8 per cent and to the latter 26.1 per cent. In his preface he says, "While preparing this book I kept in mind the truth that instruction in civics should have for its highest aim the indoctrination of the learner in sound notions of political morality and I attempted to assist the teacher in achieving this aim wherever practicable." In accordance with this statement we find that there is 6.4 per cent of space devoted

to direct teaching of civic responsibility. Forman has devoted 34.79 per cent of his space to theory and principles - a larger amount than is found in any book in the list. This makes his book - particularly Part I which he called "The Spirit", quite abstract and difficult as it lacks illustrative material.

Dunn's "Community and the Citizen" (1907) is one of the texts representative of the modern emphasis. The author's point of view and purpose may be gained from the following statement in his preface. "The book is a departure from the traditional methods of presenting the subject of civics to young people. It has not been customary to differentiate between civics and civil government. The writer believes that such a differentiation may be made, and that moreover, anything like a scientific analysis of the machinery and powers of government can profitably be undertaken not earlier than the last years of the high school, and then it may best be presented in close association with the work in American history. On the other hand, he believes that many elementary ideas regarding community life, the meaning of citizenship, the relations between the citizen and the community, and the services performed for the citizen by the government, not only can, but should, be presented to the pupil at an earlier period in his education.

"The function of the public school is to produce a good type of citizenship. There is no other sanction for the existence of the public school. The entire course of study and the whole round of school life should be directed to this end. Unfortunately, the aim of education in the public school is too often considered from a purely individualistic point of view, as a means of aiding the individual to get a living. It is a rare thing that we find any

definite instruction given to arouse the pupil's consciousness of the meaning of community life and of his relations to it. The study of civil government in its usual form fails to accomplish this end."

To gain this point, he departed radically from the ordinary choice as well as organization of subject matter. The book consists of a discussion of the elements of welfare and the citizen's part in the control of these elements is made clear. The governmental agencies as a means of social control is studied in each instance and where it was thought necessary that the machinery be understood in order to be a more effective instrument, the form is studied. While the author has attempted to to keep intact form and function as far as possible in order that their true relationship may be seen, he has devoted the last few chapters to a description of the governmental machinery. This phase of the subject has taken 16.1 per cent of the book and 76.9 per cent he devoted to a study of function. Like Dole he has attempted a fair distribution of space between the political and the sociological-economic aspects of government and to the former he gives 44.4 per cent and to the latter 55.6 per cent. His book differs from Dole's in the emphasis on community affairs and in this respect is less abstract. Dole gives 3.1 per cent of space to local affairs while Dunn gives 36.9 per cent with only 14.3 per cent to state and national affairs.

Ashley's "The New Civics", (1917) by its title announces itself as representative of the newer tendency in civic education. This is true in some respects though perhaps it is not a reliable interpreter in every way. In the sense that the emphasis now is on citizenship, "The New Civics" does meet the needs and attempts to give the pupil an idea of how society is organized and what each

citizen should do for society as well as what society may do for him. Public organization and activities occupy a prominent place, 36.1 per cent of space having been given to a consideration of social and economic questions. Extra-governmental as well as governmental control is considered and the elements of welfare are given a prominent place. Ashley has retained to too great a degree the logical arrangement of subject matter found in the older books and so has failed to quite get the spirit of the new civics. There is that same separation of form and function, that is the consideration of the elements of welfare apart from the agencies of control that we find in the early texts. This makes government an end in itself and not a means and to the extent that he does this, the author has failed to catch the newer emphasis. However, as far as statistical results are concerned, this does not appear as arrangement of subject matter and has not been taken into consideration.

The last book in the list, Leavitt and Brown's "Elementary Social Science", is a book which has attempted an interpretation of the newer tendency. The authors have attempted to equally emphasize the sociological and economic and political sides of modern life and also to develop an interest in historical facts, particularly those facts that reflect the life and conditions of the common man. The book is not expected to be much more than a laboratory manual and a suggestive means of organization of material which otherwise might be too fragmentary for practical purposes. While the book is elementary, it is somewhat abstract and lacks illustrative material which is so necessary a feature of texts for young people. This book has one other feature which makes it a doubtful interpreter of the new social science and that is the failure to get away from

a logical arrangement of subject matter. The economic, sociological, and political aspects of government are separately considered and instead of studying the elements of welfare and bringing in the governmental agencies that are needed for an understanding of social control, the questions are considered each as an abstract entity to be studied apart from the concrete social problems arising from existing conditions. This arrangement is not in accord with the present tendency which wishes the machinery of government, which so far in our civic instruction has fallen out of focus and has been so much in evidence that means have been mistaken for ends, to be considered in connection with the work accomplished and as a useful instrument in social control. To study the social questions themselves with government as a means of social control and not a subject of study itself is a more effective program for those wishing universal good citizenship. This particular difficulty is not evident from the tables in this case any more than it is in Ashley's "New Civics", as they do not show this organization of the subject matter but only the relative amount of space given to each subject. Judging by this latter, the book would be highly satisfactory as 86.3 per cent is given to function and only five per cent to form; 84.2 per cent to sociological and economic with only 15.8 per cent to political questions.

V. CONCLUSIONS

The more important conclusions may be summarized as follows:

- I- As far as can be determined from a study of so few text books the development of civic instruction in the American schools falls loosely into four stages: a pre-Civil War period in which the emphasis was on the theoretical and philosophical aspects of government; a period following the Civil War when the emphasis was on the fundamental law; a period beginning about 1890 with the emphasis on the form of government, and governmental machinery; and the present period with the emphasis on government as an agency by which the elements of welfare may be made operative.
- II- There has been a gradual development of the idea of the relative values of form and function in civics teaching, the stages of which may be characterized as (1) a period of indifference to the question (2) period of emphasis on form (framework of government) (3) period of emphasis on governmental processes (4) a period of emphasis on elements of welfare. These four stages coincide with the four publication periods.
- III- The stages of development show great overlapping, each one partaking of the preceding and subsequent emphasis.
- IV- The introduction of history into the Civics Texts initiated the dynamic idea into civics work.
- V- The very earliest books more nearly resemble the very late books than do the intervening ones as they tend to treat the

subject from the standpoint of social science rather than merely civics.

VI- The development along any line seems to be gradual and to be accompanied by corresponding increase or decrease in other lines. As for example, as increase in the space given to local government is a gradual process and is accompanied by an increased emphasis on function and economic-sociological questions and decreased attention to form, national government, Constitution, history, and political government.

VII- There has been a gradual evolution of the idea of citizenship in a democracy and how to make good citizens. The first idea that knowledge of the fundamental law guarantees correct actions gave place to the idea that a citizen need only know about the form and machinery of his government to be able to run it which in turn gave place to the idea that he must also have practice in running it.



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